



VOLUME 2
THE COMPREHENSIVE PLAN FOR
TIPPECANOE COUNTY

THE COMPREHENSIVE PLAN
FOR TIPPECANOE COUNTY

VOLUME 2:

THE LAND USE PLAN

TIPPECANOE COUNTY AREA PLAN COMMISSION
County Office Building
20 North Third Street
Lafayette, Indiana 47901
317-423-9242

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THE TIPPECANOE COUNTY AREA PLAN COMMISSION, 1981

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Dianne M. Renner, Recording Secretary
Michael N. Sanders, Senior Planner
Elizabeth Bentz Williams, Drafting Technician
Anna Lee Yao, Secretary/Bookkeeper

In Charge of Comprehensive Planning: Bernard J. Gulker

This Volume Written by: Bernard J. Gulker

Produced by: Becky Davis

Mary J. Geiger

Dianne M. Renner

Elizabeth Bentz Williams

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I. INTRODUCTION

The Land Use Plan for Tippecanoe County is in fact an amalgam of two distinct yet interrelated sets of planning activities, one concerned with the contiguously developed urban core, and another designed to help us make decisions in the urbanizing and rural portions of our County where growing pressures to urbanize often conflict with essential agricultural activity. The Urban Area Land Use Plan has been formulated by means of traditional land use planning methods. These will be described later on in this volume. The Phased Land Use Plan for the urbanizing and rural sectors of the County, is the direct outgrowth of the Land Use Potentials System methodology described in detail in the Technical Manual designated as Volume 1 of the Comprehensive Plan.

What binds these two planning efforts together is an underlying set of assumptions stemming directly from the adopted Goals and Objectives of the Tippecanoe County Area Plan Commission. These statements were generated by the citizens of all governmental jurisdictions within Tippecanoe County at a series of public meetings held in 1976, assembled by the Area Plan Commission's Staff, and then unanimously adopted by the Commission as its basic planning philosophy. Copies of the resulting publication--Goals and Objectives Formulation Process--are available at the Area Plan Commission's offices.

Specific adopted Goals and related Objectives pertinent to the land use planning effort are as follows:

Public Facilities and Services

Goal I: Utilities as the precursor and basic determinant of development in the growth sectors should be properly timed, adequately designed and efficiently administered for the best cost-benefit relationship.

Objective: Co-ordinate extension of services to encourage concentrated development at the growth perimeters for greater efficiency.

Environmental Considerations

Goal I: Promote public pride and consideration for the environment including protection of natural and scenic areas and preservation of prime agricultural land.

Objectives: Protect sensitive environmental areas.
Preserve open space and natural areas.
Preserve prime agricultural land.

Goal II: Promote only that development which is compatible with the soil type and drainage patterns.

Objectives: Consider soil types in the planning process.
Provide better planning for surface drainage for proposed and existing facilities.

Economic Growth

Goal I: Support orderly, manageable industrial and commercial development that will encourage the economic growth and well being of Lafayette, West Lafayette and Tippecanoe County.

Objectives: Assign industrial and commercial growth areas as a part of the Comprehensive Land Use Plan in conjunction with transportation and utility expansion.
Encourage the development of neighborhood shopping facilities, specifically for the elderly, handicapped, and economically disadvantaged.
Discourage the further development of "strip-commercial" areas.
Provide protection for existing land uses as industrial and commercial growth continues.
Protect the integrity and economic well being of the rural communities in Tippecanoe County.

The decision-making model (FIGURE 1) is central to the land use potentials methodology. It has been constructed within the context of these Goals and Objectives. Thus, information regarding soil conditions and the utility and transportation networks is included in the decision-making process. Prime farmland is protected by discouraging development in areas characterized by highly productive soils, while encouraging such uses elsewhere. Scoring penalties are assessed by the model for the conversion of current open space to other land use categories. Industrial and commercial use potential is made highest at the intersection of major roadways, rather than along their lengths. Soil limitations, with regard to ability to withstand various categories of building construction, have been accounted for. Additionally basic principles of neighborhood preservation and cohesion are implicit in the urban area plan.

FIGURE 2, the Tippecanoe County Study Area Map, shows those portions of the County designated urban, urbanizing and rural. The urbanizing and rural sectors are represented in the Phased Land Use Plan; the urban sector is the sole subject of the Urban Area Land Use Plan. (The portion designated in FIGURE 2 as the Typical Section has been done so to amply illustrate the methodological framework for the Phased Land Use Plan as described in Volume 1 of the Comprehensive Plan and will not be further discussed here. Again the reader is encouraged to study that volume for methodological background.)

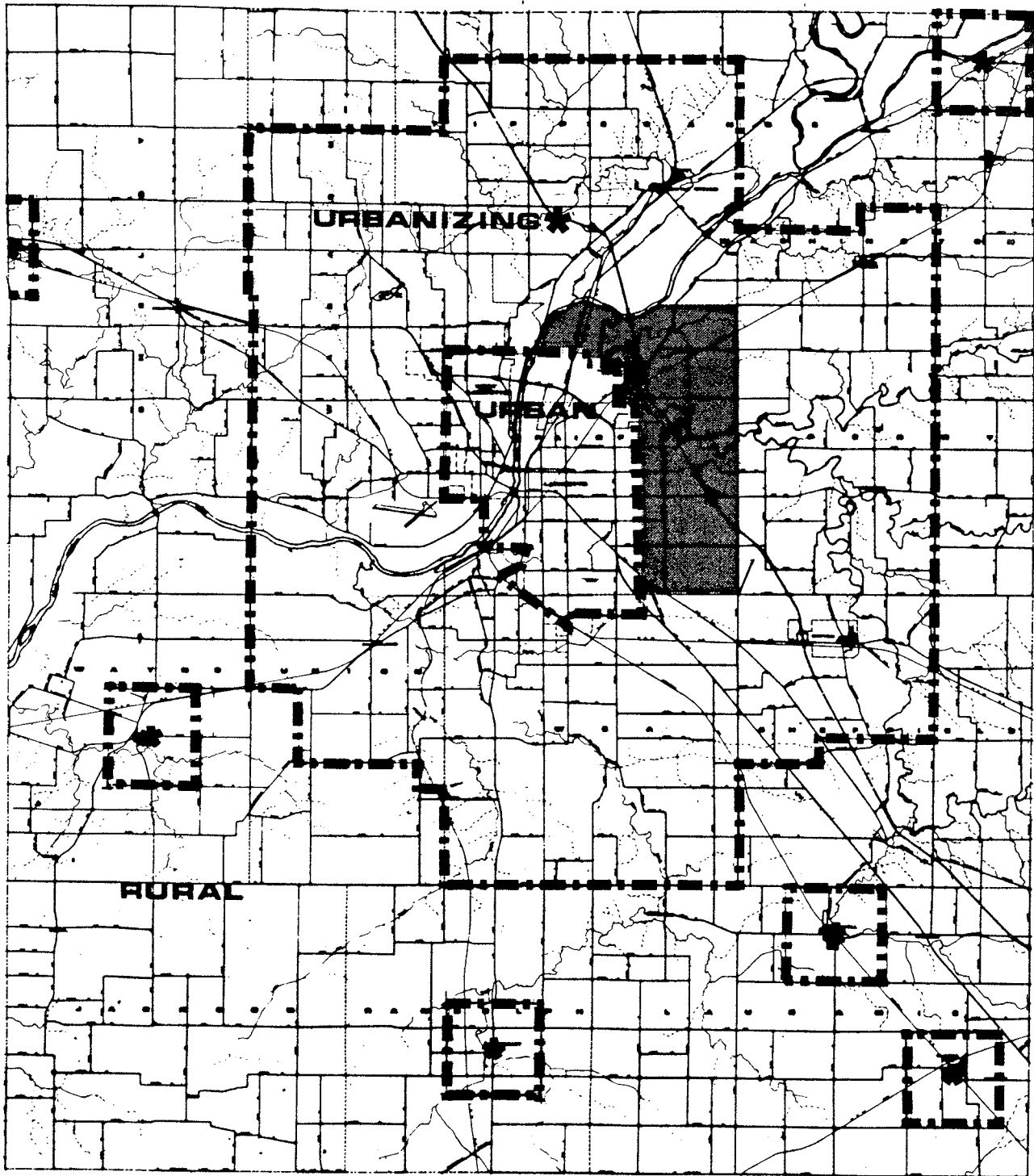
Although the two land use plans described in this text look entirely different in format, both can be characterized as being conceptual rather than concrete, and flexible rather than fixed.

FIGURE 1

| FACTORS | | | | | | | | | | | | |
|------------------------|--------------|--------------|-----------|----------------------|------------|-----------|--------------------------|-----------------|-------------------|--------------|-----------|------------------|
| | RESIDENTIAL | | | AGRICULTURAL | | | INDUSTRIAL | | | COMMERCIAL | | |
| | 2 | 1 | 0 | 2 | 1 | 0 | 2 | 1 | 0 | 2 | 1 | 0 |
| SOIL PRODUCTIVITY | LOW | MOD | HI | VHI | LOW | MOD | VHI | LOW | MOD | HI | VHI | ALL |
| SOIL LIMITATIONS | SLIGHT | | MOD | SEVERE | | ALL | | SLIGHT | | MOD | SEVERE | ALL |
| TENDENCY TO FLOOD | | | | | | ALL SOILS | | | | ALL SOILS | | ALL OTHER SOILS |
| FORESTED | | YES | | | | YES | | | YES | | YES | |
| SANITARY SEWER | <1000 FT. | | | | | | | <1000 FT. | 15 MI. | | 5 MI. | ALL |
| ACCESSIBILITY | PAVED <5 MI. | PAVED >5 MI. | | MAJOR INSCN OR R-O-W | ALL | | MAJOR INSCN ST/FED R-O-W | PAVED <5 MI. | INTER-STATE R-O-W | PAVED >5 MI. | | ALL |
| RAILROADS & AIRPORTS | | | > 300 FT. | < 300 FT. | ALL & PROX | | < 300 FT. | 300 FT. - 5 MI. | > 5 MI. | > 300 FT. | < 300 FT. | > 300 FT. & PROX |
| CURRENT & EXPECTED USE | RES. | | | O.S. | | | IND. | | | COMM. | O.S. | |

LAND USE POTENTIALS
DECISION-MAKING MATRIX

FIGURE 2
TIPPECANOE COUNTY
STUDY AREA MAP



TYPICAL SECTION 



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Whereas the urban area plan has been generated from a lot-by-lot examination of current development patterns, the plan itself is presented in terms of growth opportunities within a context of change. No attempt is made to project specific new land uses for specific sites within the urban fabric.

Similarly, it must be noted that the urbanizing/rural sectors plan presented here need not be considered as "cast in concrete." Because a decision-making model has been used to analyze multiple predictive factors, and because the Land Use Potentials Study Technical Manual makes the methodology of the study explicit and replicable, the resulting land use plan can easily be made subject to revision as those predictive factors change. Thus the construction or extension of a sanitary sewer line can and should be accompanied by an adjustment to the land use plan; new results can be obtained by applying the same decision-making model to an updated factor map. Changes in current land use and the highway network can be similarly accounted for. Updated soils information--expected in the next few years--can be plugged into the model as well. Because the same methodology can and will be used to reevaluate situations as they change, the Technical Manual, and its essential element--the decision-making model--are being made a part of the Comprehensive Plan for Tippecanoe County, in addition to the specific plan that it has generated.

Chapters II and III of this volume are devoted to a description of the actual land use plans generated for the urban, urbanizing and rural sectors of Tippecanoe County. What follows in Chapter IV is a discussion of the implementation strategies that will be employed to achieve the land use patterns projected by the plans.

II. THE PHASED LAND USE PLAN FOR THE URBANIZING AND RURAL SECTORS OF TIPPECANOE COUNTY

In order to provide ourselves with a substantial set of tools to tackle the considerable job of allocating sufficient land to meet the needs of a growing urban area in a highly productive agricultural setting, a series of techniques have been devised to help us make rational and consistent decisions about how land ought to be used in the future.

Through the application of these techniques, basic planning information is generated by a decision-making model (see FIGURE 1) which aggregates information about the physical and locational characteristics of land and generates relative potentials for each of five possible land use categories. The information thus generated serves as a data base for a variety of planning activities, including the land use plan itself. It must be stressed that the data generated is not the plan, but rather its justification; the methodology provides a compelling analytic tool in the planning process, but not the plan.

Basically, the land use potentials methodology consists of five major activities, as follows:

1. Build a decision-making model;
2. Decide where and how to apply it;
3. Assemble and portray all the information required by the model;
4. Apply the rules of the model to the assembled information and graphically portray the resulting land use data base; and
5. Create a land use plan from that data base.

The reader is again referred to Volume 1 of the Comprehensive Plan--the Land Use Potentials Study Technical Manual--for

a detailed discussion of the tasks involved in activities 1 through 4, as well as further background on the need for, nature and history of the methodology used. Activity 5 is the subject of this chapter.

The envelope attached to the back of this volume contains three large graphics:

- Current and Expected Land Use;
- the First Cut Land Use Plan; and
- the Phased Land Use Plan.

These correspond roughly to the following characterizations:

- how land is being used now;
- how land would be used--regardless of actual need--if it all were to be used to its highest potential (as generated by the Land Use Potentials Study); and
- how land ought to be used in order to meet all our development, farming and recreational needs well into the foreseeable future.

The CURRENT AND EXPECTED LAND USE graphic presents a generalized indication of how land is being used at present, including all major development projects currently in the drawing-board stage, or for which some form of official approval has been granted. The reader will notice that all land has been attributed to one of five broad land use categories:

- Residential (regardless of density or housing configuration);
- Agricultural;
- Industrial (including airports, mineral extraction sites, light and heavy manufacturing);
- Commercial; and
- Open Space (including park lands, recreational facilities, cemeteries and concentrations of undisturbed vegetation).

The reader will note that the portion of the County within the urban boundary has been excluded from this classification.

This area is the subject of the Urban Area Land Use Plan discussed in the next chapter.

A. Current and Expected Land Use

The CURRENT AND EXPECTED LAND USE graphic shows an overall pattern of agricultural use interspersed with strands of open space and intermittent patches of residential, industrial, and to a lesser extent, commercial uses. The open space pattern clearly corresponds to wooded and sloped land immediately adjacent to the County's rivers and creeks.

Residential activity is seen to be sporadic, with some heavier concentrations just east of Lafayette in Fairfield Township, in Wea Township south of Lafayette, just north of West Lafayette in Wabash Township, and in the incorporated and unincorporated towns throughout the County. There is an additional scatter pattern of residential land use throughout western Wabash, southern Wea, Tippecanoe and Perry Townships. Residential and agricultural uses can be seen as being in frequent and direct contact, which gives rise to land use conflict and competition.

The inventory of industrial land includes three airports--Purdue, Aretz and Halsmer--and a number of scattered graveling operations, in addition to several large concentrations of current and expected industrial use. Thus, land east of Lafayette is currently being developed by Caterpillar north of McCarty, and as smaller individual lots south of McCarty. About half of the industrially classified land southeast of Lafayette is in current industrial use. The portion lying between US52 and SR38 has been included in the inventory at the request of the Chamber of Commerce's

Industrial Development Committee because of its apparent marketability, as opposed to its current use. Land north of the McClure Research Park in West Lafayette has been included in conformance with the Purdue Research Foundation's established "Concept for Growth." The Eli Lilly plant can be seen in northern Union Township. An extensive tract of largely undeveloped land in southern Tippecanoe Township has been included in the inventory of current and expected industrial land use because it is appropriately zoned for such use and because of ongoing interest in its development for industrial purposes.

Because most major commercial activity is carried on within the urban boundary, there is only a light and scattered pattern of commercial use visible on the CURRENT AND EXPECTED LAND USE map. That activity concentrates at the Interstate 65 interchanges, at the centers of the small towns, and at the gateways to the urban area, notably US231S and SR38.

B. The First Cut Land Use Plan

As is indicated in FIGURE 1, CURRENT AND EXPECTED LAND USE is one of eight equally weighted predictive factors used by the decision-making model to project land use potential. Through a lengthy series of mostly mechanical procedures, described in detail in Volume 1 of the Comprehensive Plan (The Land Use Potentials Study Technical Manual), information representing all eight factors has been aggregated and analyzed. The result of this work is an extensive data base indicating the relative potential for use within the previously discussed five-category classification system--residential, agricultural, industrial, commercial and open space--for all land in Tippecanoe County lying beyond the urban boundary. The decision-making model, in effect, has generated five distinct relative potentials maps, one

for each of the above classifications. These five have been summarized in the form of a combined High/Highest Relative Potentials graphic and subsequently generalized in the form of the FIRST CUT LAND USE PLAN which accompanies this volume.

The FIRST CUT LAND USE PLAN, then, is based entirely on the equal and unbiased application of the rules of the decision-making model to the assembled information representing the eight predictive factors, descriptive of all land in Tippecanoe County beyond the urban boundary. In its graphic form it looks precisely like an expanded version of the CURRENT AND EXPECTED LAND USE map, and that is exactly what it is. The FIRST CUT LAND USE PLAN presents a picture of the strictly theoretical situation in which all land in the County is used to its best potential, as per the rules of the decision-making model.

We say this situation is strictly theoretical because what the FIRST CUT LAND USE PLAN shows us is that without disturbing our best agricultural land--protected by the rules of the decision-making model--we still have enough land with strong development potential to perhaps triple our current population of about 120,000. And for numerous and obvious reasons, we are not about to become a community the size of Louisville, KY, or Toledo, OH, or Oakland, CA, in the foreseeable future.

Theoretically--expressed purely in terms of unrealized potential--residential development could:

- fill in from the southern urban boundary down to the Wea Creek, and from the eastern urban boundary beyond the intersection of I65 and SR26E;
- extend across the width of the Wea Plains from the Little Wea Creek to north of West Point;
- expand in and around Dayton and Clarks Hill, and to the northeast, north, west and southwest of Battle Ground; and

- occupy numerous smaller sites scattered through western Wabash, western Perry and southern Wea Townships;

without jeopardizing the most productive farmlands within Tippecanoe County.

Again, from a point of view of raw potential only, industrial development could:

- expand southeast of Lafayette, south of Battle Ground, and around the fringes of the Purdue Airport;
- occupy suitable locations in and around Dayton and Clarks Hill;
- create a new and extensive corridor running from Elston well past Shadeland in proximity to SR25W and the N&W Railroad; and
- fill in a number of strategic sites and underutilized locations within the urban area (as described in the next chapter);

without jeopardizing the most productive farmlands within Tippecanoe County.

C. The Phased Land Use Plan

Having established the ultimate development potential of Tippecanoe County to be well beyond its developmental needs throughout the foreseeable future, a methodology was employed to turn the FIRST CUT LAND USE PLAN into a somewhat more appropriate format. The result of that effort is the PHASED LAND USE PLAN contained in the back pocket of this volume.

The object of the methodology was to pare down the amount of land with strong potential for residential development to a level more appropriate to the County's population growth rate, which currently runs at a bit less than one percent per year. The Residential Land Use Potentials Study provided the methodology needed to accomplish that

objective. A description of that study can be found in Volume 3 of the Comprehensive Plan, the Housing Element. A far more detailed description of the methodology will be made available later this year as the Residential Land Use Potentials Study Technical Manual.

For purposes of this discussion, suffice it to say that the residential land use potentials methodology makes use of decision-making modelling technique to determine maximum density and impenetrable ground cover levels for all lands exhibiting strong potential for residential development but which are as yet undeveloped. These levels can be translated into typical units per acre numbers which can then be used to calculate the ultimate number of dwelling units that could potentially be built within a given area.

The first decision made in paring down the FIRST CUT LAND USE PLAN was to exclude from further analysis all land with residential potential located in the rural sector of the County, beyond the urbanizing boundary. These areas lay beyond the reach of rational urbanization, and are thus indicated on the PHASED LAND USE PLAN as remaining in agricultural usage.

Examination of the data indicated that a total of 8,500 acres of undeveloped land located within the boundaries of the urbanizing sector had strong potential for residential development. Applying the above-described methodology revealed a potential for 36,000 new dwelling units on those 8,500 acres, enough to house nearly double our current population of 120,000. Again, because County population is growing at a rate of less than one percent per year, planning for a potential doubling of the housing stock was simply inappropriate; the 8,500 designated acres had to be pared down again.

Using data generated by the residential potentials methodology, residential expansion areas within the urbanizing sector were further classified as follows:

- Close-in parcels, contiguous to current development, capable of being served by current or minimally expanded sanitary sewer systems;
- Areas slightly beyond contiguous development, which would require more than minimal additions to be served by sanitary sewer; and
- Land not at all likely to be served by sanitary sewer in the foreseeable future.

Using the same techniques to recalculate, it was readily determined that the close-in classification contained just about 3,200 acres of as yet undeveloped land having good potential for residential use. Furthermore, it was found that these 3,200 acres had a realistic development potential of about 12,000 units, based on the methodology and an appraisal of local housing preferences, historic patterns and market pressures. In the PHASED LAND USE PLAN, these 3,200 acres have been designated as PHASE I residential expansion sectors.

Because of limitations inherent in the preparation of reproducible black-and-white graphics such as the ones enclosed with this volume, a separate chart has been prepared to make the phasing of development explicit. FIGURE 3, the Developmental Phasing Program, separates out Phase I and Phase II development areas from what already exists (current and expected land use). As such, FIGURE 3 is inseparable from the PHASED LAND USE PLAN graphic; the phasing is as much an element of the plan as is the assignment of land to specific land use categories. In order to properly understand the graphics, the reader will need to look at the PHASED LAND USE PLAN to determine projected use, then examine the CURRENT AND EXPECTED LAND USE graphic

FIGURE 3

DEVELOPMENTAL PHASING PROGRAM
for the Phased Land Use Plan

| DEVELOPMENTAL COMPONENT | CURRENT AND EXPECTED USE | PHASE I DEVELOPMENT | PHASE II DEVELOPMENT |
|----------------------------|--|---|---|
| RESIDENTIAL | as per the CURRENT AND EXPECTED USE graphic | all additional residentially designated land in FAIRFIELD, WABASH (east of Morehouse and McCormick Rds.), WEA, SHEFFIELD, UNION and LAURAMIE Townships | all additional residentially designated land in WABASH (west of Morehouse and McCormick Rds.) and TIPPECANOE Townships |
| INDUSTRIAL | as per the CURRENT AND EXPECTED USE graphic | all additional industrially designated land in FAIRFIELD, WABASH, WEA, SHEFFIELD, UNION and LAURAMIE Townships | all additional industrially designated land in TIPPECANOE Township |
| COMMERCIAL | as per the CURRENT AND EXPECTED USE graphic | all additional commercially designated land | none |

to distinguish between present conditions and future expansions, and then consult FIGURE 3 to determine the phasing within expansion areas. All three components have been included in the original multi-colored version of the PHASED LAND USE PLAN available for examination at the offices of the Area Plan Commission.

At current growth rates, PHASE I residential land should be sufficient to meet the County's need for housing expansion well into the next century. TABLE 1 provides a summary of residential expansion acreage and realistic development potential within the major designated areas.

TABLE 1
RESIDENTIAL EXPANSION SECTOR SUMMARY

| GENERAL EXPANSION SECTOR | No. of acres designated | Pct. of total Phase I residential acreage | No. of potential new units | Pct. of total Phase I residential potential |
|--------------------------|-------------------------|---|----------------------------|---|
| South of Lafayette | 2,130 | 67 | 8,000 | 67 |
| East of Lafayette | 470 | 15 | 900 | 8 |
| Around W. Lafayette | 270 | 8 | 1,400 | 12 |
| Dayton and Clarks Hill | 320 | 10 | 1,650 | 14 |
| Totals | 3,190 | 100 | 11,950 | 100* |

*Does not add because of rounding.

In the event of significant changes in the local economy leading to much more rapid population growth, and additionally, so as not to severely limit the availability of residentially developable land, land classified in the second category--non contiguous but potentially sewerable--has been designated for PHASE II residential expansion. At such time as the remaining amount of PHASE I land drops below 1,500 acres, PHASE II--with its additional 1,450 acres--would be automatically triggered. Lands with residential potential designated as being beyond the reasonable reach of sanitary sewer expansion have been excluded from the residential category, and are intended to remain in agricultural use.

In addition to providing sufficient land area to meet foreseeable housing expansion needs (3,200 acres in PHASE I), the PHASED LAND USE PLAN sets aside a total of about 9,100 acres of land projected for industrial use, or 14.2 square miles. Of those 9,100 acres, about 1,900 acres--2.9 square miles--are currently used for industrial (or other stable non-farming) activities, indicating an expansion potential of some 7,200 acres, or 11.3 square miles. TABLE 2 breaks out these numbers by specific location.

PHASE I commercial expansion is largely limited to sites adjacent to all three I65 interchanges within the County, with some additional potential at the gateways to the urban area, along SR38E, US52W and US231S. There are no PHASE II commercial expansion sectors: neighborhood shopping is assumed within major residential expansion areas, and projected growth levels seem insufficient to support an additional regional-sized shopping center within the County in the foreseeable future.

TABLE 2

MAJOR CONCENTRATIONS OF INDUSTRIAL LAND
WITHIN THE PHASED LAND USE PLAN

| GENERAL LOCATION | PROJECTED INDUSTRIAL LAND AREA | | LAND CURRENTLY DEVELOPED ¹ | | INDUSTRIAL EXPANSION POTENTIAL | |
|--|--------------------------------------|------------------|---|--------|--------------------------------------|------------------|
| | ACRES | SQ.MI. | ACRES | SQ.MI. | ACRES | SQ.MI. |
| <u>EAST/SOUTHEAST</u> (Union to 400S, west of Concord Road to Dayton) | 5395 | 8.4 | 1415 | 2.2 | 3980 | 6.2 |
| <u>NORTH</u> (along Swisher Road) | 1250 ² | 2.0 ² | 20 | < 0.1 | 1230 ² | 1.9 ² |
| <u>RESEARCH PARK</u> (northwest corner of W. Lafayette) | 355 | 0.6 | 100 | 0.2 | 255 | 0.4 |
| <u>AROUND PURDUE</u> <u>AIRPORT</u> (along River Rd., and near 200W) | 440 ³ | 0.7 ³ | 0 | 0.0 | 440 ³ | 0.7 ³ |
| <u>SOUTHWEST</u> (Elston to beyond Shadeland) | 1325 | 2.1 | 350 | 0.5 | 975 | 1.5 |
| <u>CLARKS HILL</u> (along SR28, US52) | 335 | 0.5 | 0 | 0.0 | 335 | 0.5 |
| TOTALS | 9100 | 14.2 | 1885 | 2.9 | 7215 | 11.3 |

- NOTES:
1. Includes newly developing and as yet unoccupied industrial parks, and expansion areas adjacent to developed sites.
 2. Includes 420 acres (0.7 square miles) designated as Phase II expansion.
 3. Includes 400 acres (0.6 square miles) which would need to be reclaimed from current gravelling operation.

Lands designated for recreational and open space use within the PHASED LAND USE PLAN correspond mainly to the wooded and sloped areas immediately adjacent to the County's major waterways. Excepting those facilities owned and operated by the Tippecanoe County Parks and Recreation Board, as described in Volume 5 of the Comprehensive Plan--the Parks and Recreation Element--land classified in the open space category represents a visual amenity only. There is no implication that these lands are to be used as public recreation corridors or to provide unrestricted access to adjacent waterways.

The reader will notice that the PHASED LAND USE PLAN contains a new land use classification: select agricultural. In keeping with the established Goals and Objectives of the Area Plan Commission with regard to preserving prime agricultural land, an additional category has been set up to distinguish farmland of superior quality from that which is merely very good. The overall land use planning process has used two methods of ensuring the identification of superior farmland:

- the decision-making model has been formulated to specifically discourage developmental potential in highly productive farmland; and
- the quarter-interval scoring system has made it possible to further distinguish farmland that is best from farmland that is very good.

In essence, the land use potentials methodology promotes development only on less than highly productive farmland, allowing for an unbiased resolution of the conflicts between competing land uses. For further discussion of the technical aspects of the agricultural/select agricultural distinction, the reader is referred to the Land Use Potentials Study Technical Manual, Volume 1 of the Comprehensive Plan. As policy is formulated to ensure the preservation of prime

agricultural land, this distinction will be used to help implement whatever incentives and controls are to be applied. For further discussion, please see the chapter of this volume dealing with implementation strategies.

A summary of all changes in land use inherent in the PHASED LAND USE PLAN is presented in FIGURE 4. Because no major shifts are anticipated with regard to lands in the open space classification, nor any change in the number or location of educational facilities, these use categories have been left off the chart.

Figure 4

PROJECTED LAND USE CHANGES BY TOWNSHIP
AS PER THE PHASED LAND USE PLAN

| TOWNSHIP | RESIDENTIAL EXPANSION | SELECT AGRICULTURAL LAND | INDUSTRIAL EXPANSION | COMMERCIAL EXPANSION |
|------------|--|--|--|----------------------------------|
| FAIRFIELD | I: Infilling in E. Central area and Durkee's Run at W.W. | At S.E. corner and in flood plain at N. end | I: Around Elston at S.W. | I: At I65/SR26 and along 231S |
| JACKSON | | All | | |
| LAURAMIE | I: Surrounding Clarks Hill | S.E., S. and W. with central N./S. corridor | I: N.E. and N.W. of Clarks Hill between RR. and US52, SR28 | |
| PERRY | | S.W. corner and along N. boundary | | |
| RANDOLPH | | All, except adjacent to Wea Creek | | |
| SHEFFIELD | I: Within Town of Dayton | Most of W. 1/3 | I: At the N.W. corner | I: At I65/SR38 |
| SHELBY | | N. $\frac{1}{2}$, W. boundary, along Wabash River | | |
| TIPPECANOE | II: Along Sol. Home Rd., S. of Harrison H.S., along 600N., Prophets Rock Rd., SR225W, Pretty Prairie Rd. | N. and W. boundaries and along Wabash River | II: Redesignation of lands at the N.E. end of Swisher Rd. | I: At I65/SR43 |
| UNION | I: Infill at N.E. corner | S. $\frac{1}{2}$, N.W. corner | I: Corridor from N.E. corner to one mile beyond Shadeland adjacent to SR25 and RR. | |
| WABASH | I: N. of urban boundary and W. on Cherry La. II: Scattered along 300W/350W/Klondike Rd. | Much of N. $\frac{1}{2}$ and adjacent to Wabash River | I: Adjacent to airport-S.E. and N.W. | |
| WASHINGTON | | S.E. corner and adjacent to Wabash River | | |
| WAYNE | | S. of Flint Creek, at the center and along Wabash River | | |
| WEA | I: Extensive infill to just S. of Wea Creek | Scattered E., S., and W. | I: Expansion of concentration at N.E. | I: Vicinity US231/ SR25 |

III. THE URBAN AREA LAND USE PLAN

The very features that make the Land Use Potentials Study methodology appropriate for application to urbanizing sectors of our community, make that system inappropriate for planning within the developed urban core. The conflict between urban expansion and productive farming has long since been resolved within our urban center; predictive factors related to natural soil characteristics and man-made infrastructure--used by the decision-making model to mediate that conflict--are no longer relevant.

Indeed the boundary that has been drawn to separate urban from urbanizing has been purposely set to highlight these distinctions. The urban area, as seen in FIGURE 2, is that portion of Tippecanoe County characterized by contiguous development associated with--but not necessarily coterminous with the corporate limits of--the two cities of Lafayette and West Lafayette. Although the shape described by the urban boundary is somewhat irregular, it can roughly be characterized as extending from Cumberland Avenue on the north to the Conrail tracks and Brady Lane on the south, from Pine Lane (between the Bypass and Creasy Lane) on the east to Yeager Road on the west.

The key word in describing present and future land use patterns within the urban area is stability. The land has by-and-large been developed, and most of what has been built is sound enough to stand the tests of time. Whatever changes are to occur in the way land is used in the urban area will be relatively minor compared to the kinds of changes that can be anticipated in the urbanizing sector surrounding the cities. Change in the urban area will result from opportunity for reuse and the infilling and intensification of existing uses.

A. Development of the Plan

The URBAN AREA LAND USE PLAN has been generated in traditional planning fashion: land use projections have been based on a lot-by-lot examination of current use and building conditions, with factual and intuitive input provided by local agencies and professionals having specific knowledge about segments of the community.

The data base for the plan is the survey performed by the Area Plan Commission Staff in 1978, which had as its purpose the recordation and enumeration of all structures in Tippecanoe County. Staff members, provided with accurate base maps, drove the entire area of Tippecanoe County, noting the location, use and general condition of all buildings. Building condition was assessed from outside appearance only, using a set of evaluation criteria outlined in Appendix C of the Housing Element, Volume 3 of the Comprehensive Plan for Tippecanoe County. Based on the survey, current Land Use and Building Conditions maps were created for the urban area. These graphics--available for examination at the offices of the Area Plan Commission--constitute an official part of the URBAN AREA LAND USE PLAN.

In April 1979, Area Plan Commission Staff presented the results of the land use survey to the assembled representatives of local agencies, and gathered from these professionals factual information about activities likely to affect land use as well as insights into the processes of urban change. The Community Development Department, Redevelopment Commission, Housing Authority and Railroad Relocation Project of the City of Lafayette, West Lafayette's Community Development Office, and the Greater Lafayette Community Centers were all represented at that session.

A proposed urban area land use plan was developed from the survey data base and facts and insights gathered from local agency professionals. The proposal was presented to that same group as well as the mayors of Lafayette and West Lafayette in February 1980. As a result of the ensuing discussion, a number of changes and adjustments were made in the proposal.

Because of the inherent stability of the land use patterns within the developed portions of the community, the URBAN AREA LAND USE PLAN has been distilled into a format that highlights changes only, presenting opportunities for re-development, infilling, intensification and expansion within a context of continuity and familiarity. Because of the visual emphasis on these opportunity areas, the plan has been subtitled: ELEMENTS OF CHANGE.

B. Elements of Change



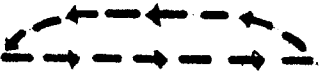



By far the most significant agent for change in the urban area is the anticipated relocation of the Louisville & Nashville and Norfolk & Western railroad rights-of-way into a new riverfront corridor. The completion of this long-awaited project will provide opportunities for the residential development of currently underutilized land, and will allow the implementation of several projects designed to improve automobile access around and through Lafayette.

FIGURE 5 highlights changes in the transportation network that will result from the completion of the railroad relocation project. The opportunity to reuse the abandoned rights-of-way left behind after relocation will be significant to Lafayette's future. The URBAN AREA LAND USE PLAN calls for the construction of a new vehicular arterial to be constructed along the former N&W right-of-way from Underwood

Figure 5

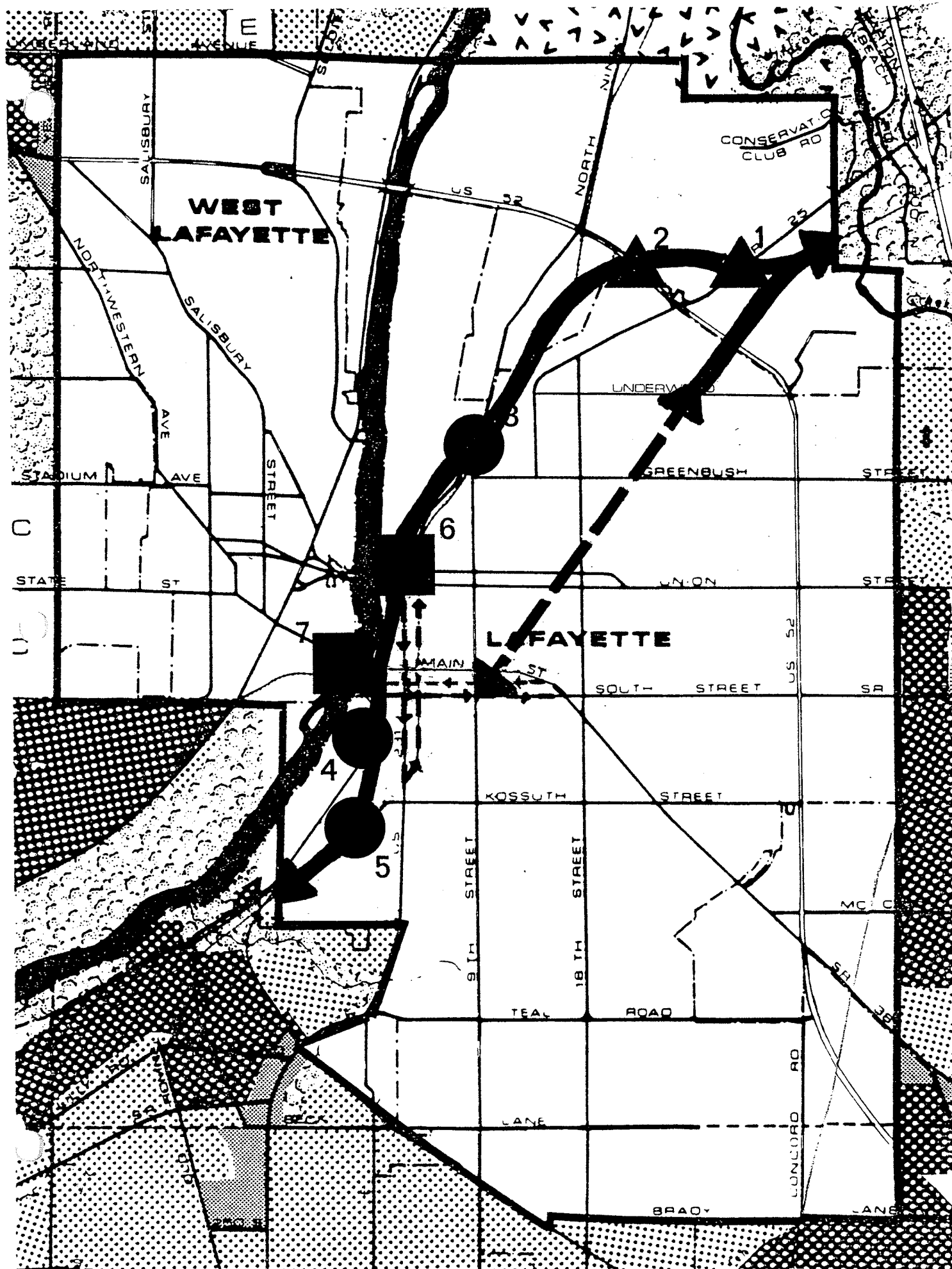
URBAN AREA LAND USE PLAN: ELEMENTS OF CHANGE

-Changes In The Transportation Network Resulting From Railroad Relocation

-  -Relocated railroad corridor
-  -New vehicular arterial running from Underwood to South Street (along former N&W right-of-way)
-  -Fourth and Fifth Streets linked as major north-south pair, South and Columbia Streets linked as major east-west pair
-  New railroad overpasses
 1. Spanning State Road 25
 2. Spanning US 52 Bypass
-  New vehicular underpasses
 3. To connect Ninth Street, Greenbush, and Ninth Street Road
 4. To link Wabash Avenue and Second Street
 5. At William Street
-  Adjusted Wabash River crossings
 6. At the east end of the Harrison Bridge over the relocated corridor
 7. Connecting the State Street Levee in West Lafayette to Columbia and South Streets in Lafayette in place of the Main Street Bridge

BEYOND THE URBAN BOUNDARY

- | | |
|--|---|
|  RESIDENTIAL |  SELECT AGRICULTURAL |
|  AGRICULTURAL |  OPEN SPACE |
|  INDUSTRIAL |  SCHOOLS |
|  COMMERCIAL | |



Street on the north to South Street on the south. According to the adopted Greater Lafayette Area Transportation and Development Study--which is being made a part of the Comprehensive Plan for Tippecanoe County--the extension and widening of Erie Street along the relocated corridor will "eliminate congestion on 14th, 15th, Salem and Union by presenting an alternative route between downtown Lafayette and the north and northeastern suburbs" (p. VII-11). Much of the remainder of the railroad corridor south of South Street can revert to neighborhood use.

The relocated railroad corridor will require railroad overpasses and vehicular underpasses as indicated in FIGURE 5, as well as the restructuring of the east end of the Harrison Bridge and replacement of the Main Street Bridge. These rebuilt bridges will facilitate the establishment of two pairs of one-way streets to improve traffic movement through Downtown: westbound Columbia and eastbound South Streets will connect the new downtown bridge with Five Points and take through-traffic off Main Street; northbound Fifth and southbound Fourth will connect the rebuilt Harrison Bridge with Fourth Street below Fountain Street by utilizing the former L&N right-of-way.

(Please note that the adopted Transportation Plan calls for a Fourth and Fifth Street pairing, whereas the Railroad Relocation proposal designates Third and Fourth Streets as the one-way pair. The Fourth and Fifth Street pairing has several advantages: The former railroad right-of-way can be used to join the pair together at the south end, without having to disturb residential uses between Third and Fourth Streets. Additionally, Fifth Street is level and Third Street is steeply sloped at the south. And by moving one of the streets in the pair away from the Courthouse Square--Fifth Street as opposed to Third Street--the possibility

of using that historic location for something beyond a means of moving through-traffic is enhanced. There are, on the other hand, some engineering difficulties associated with bringing the restructured Harrison Bridge over the Fourth and Fifth Street pair that may be lessened by a Third and Fourth Street pair. The Staffs of the Area Plan Commission and the Railroad Relocation Project have agreed to disagree on this point of planning; neither alternative is damaging to either Staff's overall efforts.)

As indicated in FIGURE 6, opportunities for residential expansion within the urban area have become rather scarce. An infilling of low and moderate density housing--corresponding to single family, duplex and quadplex construction--can be anticipated at scattered sites throughout the urban area. Some new multi-family development can be compatibly accommodated adjacent to Purdue University, along North River Road and in the vicinity of Miller School.

The relocated N&W corridor should, however, provide ample opportunity for a series of scattered-site residential developments on currently underutilized land, from near Greenbush Street on the north to Romig Street on the south. Location of the anticipated vehicular arterial--whether as an expansion of Erie Street or as a new roadway within the current railroad right-of-way--will determine the location, size and configuration of new housing made compatible with existing development to the east and west.

Elimination of the N&W corridor south of South Street, where no vehicular roadway is anticipated, will provide an unusual opportunity to sensitively link two very different neighborhoods which have been separated for generations by the physical, but largely psychological barrier of the railroad right-of-way.

Figure 6

URBAN AREA LAND USE PLAN : ELEMENTS OF CHANGE

-Residential Infilling And Intensification



At low urban densities

1. North of Vinton Woods
2. At Jesco Hills
3. Along Poland Hill Road



At moderate urban densities

4. North and east of Jeff High School and Lafayette Square
5. Along Washington and Broadway Streets
6. Soldiers Home Road north of the Bypass
7. Camelback



At high urban densities

8. Along the post-relocation N&W railroad corridor
-multiple sites between Greenbush and Romig Streets
9. East and west of Miller School
10. In the Russell/Waldron/University Sts. neighborhood
11. At North River Road south of the Bypass

BEYOND THE URBAN BOUNDARY



RESIDENTIAL



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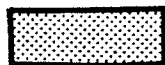
OPEN SPACE



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SCHOOLS



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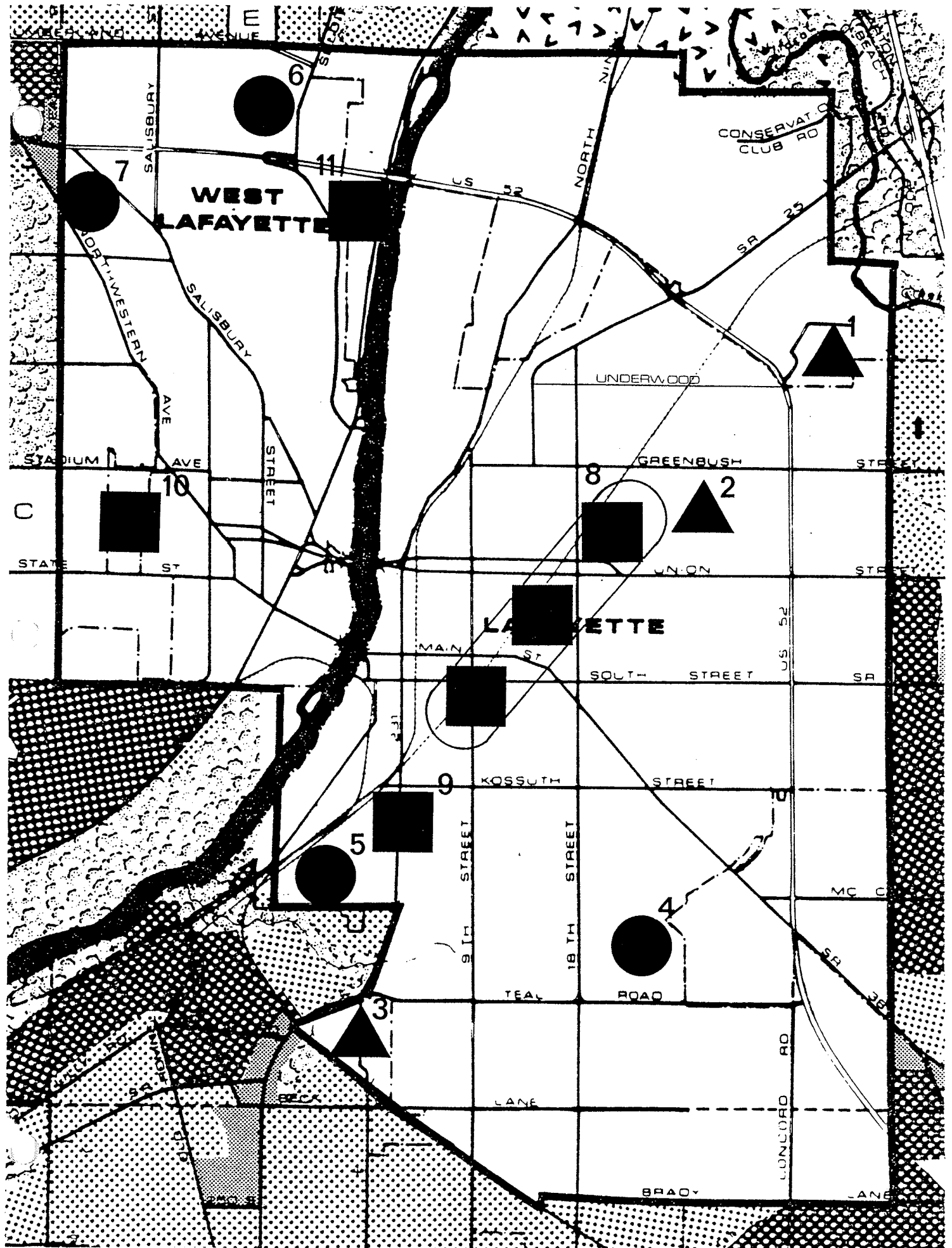


FIGURE 7 shows an anticipated infilling and intensification of light and heavy industrial operations on the east flank of the urban area, and to a lesser extent west of Schuyler Avenue and along Ninth Street Road.

We can expect a more compact Downtown, centered along Main Street to its intersection with the previously mentioned new arterial roadway. Main Street's position as a shopping district of regional significance should be enhanced by the elimination of railroad right-of-way, and by moving through-traffic to Columbia and South Streets.

An intensifying residential pattern in the near-Southside may provide the impetus for an expanded or new neighborhood shopping node roughly adjacent to Southside Community Center. Plans already exist for a neighborhood shopping center along the north side of the Bypass, just west of Salisbury.

Some anticipated expansions in community facilities are highlighted in FIGURE 8. These include continuous public access to both banks of the Wabash River throughout the urban area, the new and expanded multi-purpose community center at Eighteenth and Hanna Streets, the adaptive reuse of the former Tippecanoe Junior High School facility by the Indiana Vocational and Technical College (Ivy Tech), and hospital and health service facilities expansions at our two major hospitals and on land adjacent to Westminster Village. Expansion at the hospitals implies more than additional or larger hospital buildings. We can logically anticipate the further development of support services and spin-offs, and hospital-related residential and commercial activity within the immediate vicinities of St. Elizabeth and Lafayette Home Hospitals.

The URBAN AREA LAND USE PLAN also targets three major opportunities for significant new single purpose or mixed

use development (FIGURE 9). All three sites are close-in and underutilized. Because of multiple ownership patterns covering fairly extensive areas, and in the case of the land south of the State Street Levee, multiple environmental problems--noise, odor and flooding--changes will come about only as the result of major intervention. Such intervention would require a close partnership between government, the development community and financial institutions.

All three sites have positive factors which may well help to overcome developmental problems: the newly built Boys Club should serve as an attractor within its currently failing residential enclave north of the Greenbush Cemetery; the Wabash Avenue corridor has a long history of residential and industrial use; proximity to shopping and the University enhances the useful potential of lands on the Levee.

The future of these three areas is very much dependent on the state of the economy in the years to come, plus the relative willingness of government on all levels to become involved in solving urban problems.

Figure 7

URBAN AREA LAND USE PLAN: ELEMENTS OF CHANGE -Commercial And Industrial Infilling And Intensification



Of heavy industry

1. At the Caterpillar site
2. Off South 30th Street
3. South of Fairfield Mfg.



Of lighter industry

4. Between Union and South Streets east of the Bypass
5. Along Navco Drive
6. Between SR38 and McCarty Lane
7. West of Schuyler Avenue
8. Along Ninth Street Road



Of major retail facilities

9. In a more compact Downtown



Of new neighborhood and community shopping centers

10. In the vicinity of South Fourth and Romig Streets
11. At the northwest corner of Salisbury and the Bypass

BEYOND THE URBAN BOUNDARY



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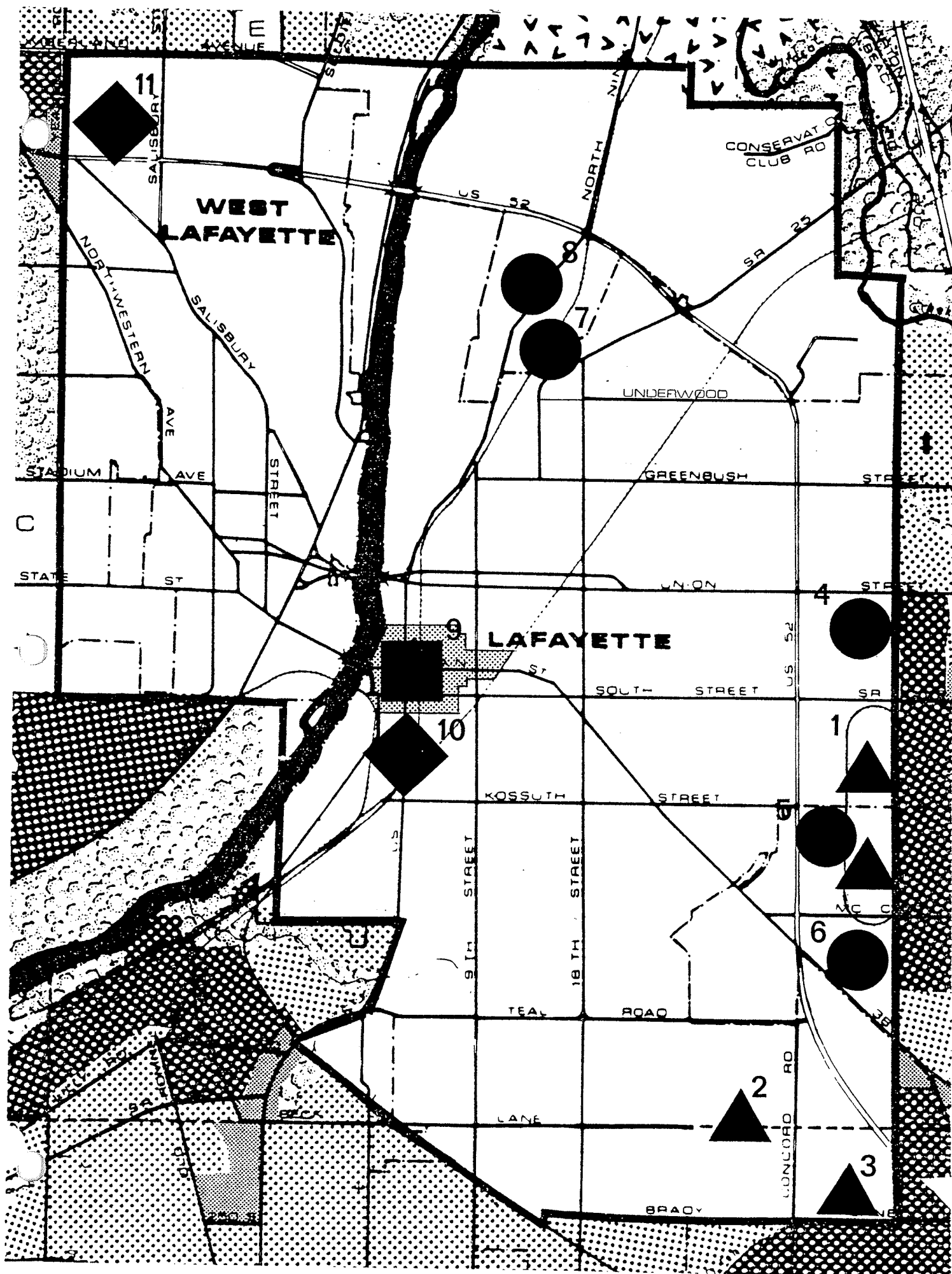


Figure 8

URBAN AREA LAND USE PLAN: ELEMENTS OF CHANGE -Expansions In The Public And Quasi-Public Sectors



-Continuous public access to both
banks of the Wabash River



New, expanded Hanna Community Center



Former Tippecanoe Junior High School facility occupied
by Ivy Tech



Community health service facilities expansion

1. At Home Hospital*
2. At St. Elizabeth Hospital*
3. Adjacent to Westminster Village

*Including hospital facilities,
support services and spin-offs,
plus hospital-related residential
and commercial activity

BEYOND THE URBAN BOUNDARY



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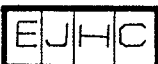
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Figure 9

URBAN AREA LAND USE PLAN: ELEMENTS OF CHANGE

-Opportunities For Major Single Purpose Or Mixed-Use Developments Requiring Major Intervention

Redevelopment of failing residential enclaves



-North of the Greenbush Cemetery, surrounding the new Boys Club building



-In the Wabash Avenue neighborhood, from Walnut to Manford Streets

Development of an Underutilized Site Having Multiple Environmental Problems



-The south side of the State Street Levee

BEYOND THE URBAN BOUNDARY



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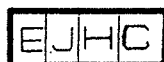
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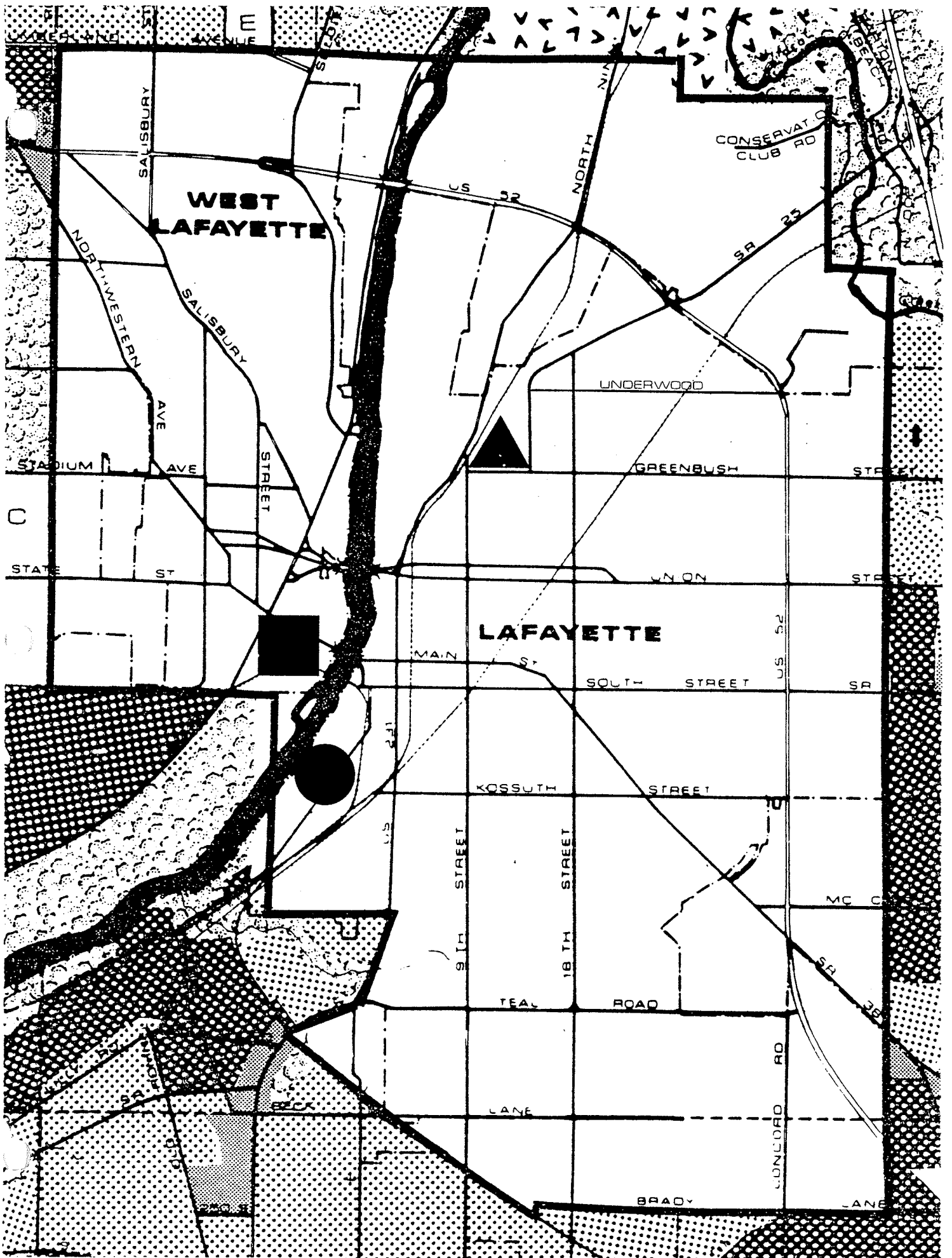
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IV. IMPLEMENTATION STRATEGIES

The preceding two chapters have provided verbal descriptions of essentially spatial objectives: where to grow and where to conserve. It will be necessary to do both. Because our population is growing--and in order to encourage that growth--this community must continue to build new housing and to attract new employers. Simultaneously, we must maintain and conserve our existing stock of housing, and encourage the continuation of agricultural activities so essential to our local economy. Our urban center must be allowed to grow into the countryside, but not at the expense of our most productive farmland or our most appealing vistas. Additionally, with government's ability to raise revenue and provide facilities and services diminished by economic realities, it becomes essential that expansion be compact and serviceable without major new expenditures.

The work that has been described in the previous chapters proves that within the land area of Tippecanoe County we can readily do both: grow and conserve. This community can grow as big as it wants without significantly disturbing its precious and non-renewable farming base. There is sufficient land programmed into the land use plan--current and expected, Phase I and Phase II--to house 60,000 additional persons, half again as many as now live in Tippecanoe County. And enough suitable land has been identified to quadruple that residential expansion potential. Current and expected inventories and Phase I programming provide more than eleven square miles of new industrial opportunity. Areas of prime farmland have been identified and earmarked for continued agricultural usage. Wooded and sloped areas adjacent to our rivers and creeks can be expected to remain undisturbed.

The basic tool for implementing land use strategies is the zoning ordinance. The text and maps of the Unified Zoning Ordinance for Lafayette, West Lafayette, Tippecanoe County, Dayton and Battle Ground, were created some twenty years ago, and are inadequate to meet the needs of our growing and sophisticated community in the decade of the '80's. In order to implement the Goals and Objectives stated by the people of this community and reflected in the land use plans presented here, it will be necessary to:

- revise key portions of the text to reflect today's developmental and agricultural needs; and
- revise the zoning maps to accurately reflect the projected patterns of the land use plans as adopted.

In order to encourage energy efficient and more affordable housing, residential zoning classifications will need to be revised. This revision should be based on density and ground cover standards, rather than the current minimum-lot-size/minimum-setback approach, which tends to promote sprawl, and which requires excessive infrastructure (roads and utilities).

The scope of permitted land use within agricultural zoning districts must be carefully re-examined. The Phased Land Use Plan suggests a new "select agricultural" classification, which when translated into zoning may well be quite restrictive as to permitted use. The Area Plan Commission and its Staff will be actively seeking the participation of the farming community to help establish policy with regard to farmland preservation. Such policy, in addition to covering zoning controls, must also address those factors which work against the farmer's ability to keep farming: current taxing techniques and policies, nuisance laws, land speculation, etc.

The text and maps of the current zoning ordinance were written and drawn in a period of abundance and unbridled optimism. If the intervening years have taught us anything, they have taught us that our resources are finite: there is just so much fossil fuel underground, and no more; good farmland taken out of production for development or speculation is gone forever; government's ability to provide facilities and services to its constituents is considerably less than boundless.

The provisions of the land use plan, if translated into actions as described above, give us reason to remain optimistic about our future. By carefully assessing how we are to use our land, we can grow and still remain compact, we can grow without losing our best farmland, and we can grow without unduly taxing our government's ability to serve us.